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ABSTRACT

This report, which is the result of an 18-month examination of the complex factors that influence the quality of teacher education, emphasizes that those involved in the profession should take the lead in improving the education of teachers. Specific recommendations are made for actions by: college-based teacher educators; school-based teacher educators; state-agency-based teacher educators; and national, state, and local organizations of professional educators. The 6 recommendations are to: (1) improve recruitment and selection; (2) strengthen initial teacher preparation; (3) facilitate successful entry into the profession; (4) increase the capacity for continuing professional development; (5) expand and employ the research base for teaching and teacher education; and (6) achieve appropriate accountability. Specific issues discussed include minority teacher shortage and recruitment, mentoring and induction programs, clinical training, college/school collaboration, professional development schools, and preparation of clinical teachers. The report stresses the importance of personal commitment on the part of teacher educators and includes a "Professional Pledge for Educators of Teachers." (37 references) (IAH)

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Restructuring the Education of Teachers

Report of the
Commission on the Education of Teachers
into the 21st Century

Association of Teacher Educators

Association of Teacher Educators
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This report was written by the Association of Teacher Educators' Commission on the Education of Teachers into the 21st Century to guide educators and public leaders. A manifesto for a new era, it proposes realistic, practical actions to improve teacher education in the years ahead.

The Association of Teacher Educators is a national organization with 40 state and regional units and two dozen committees and commissions that are concerned with different aspects of teacher education. It has published numerous reports and monographs on various issues in teacher education. Its membership includes representatives of all the constituents of teacher education: teacher educators and college administrators, classroom teachers and school administrators, and state agency personnel concerned with teacher preparation.

The name of the Commission was carefully formulated. The phrase *education of teachers* reflects a concern for the whole continuum of professional development: recruitment and selection, initial preparation, the entry years of practice, and career-long development. The phrase *into the 21st century*, rather than *for the 21st century*, signals the immediate and continuing need to improve the education of teachers.

The report results from an intensive 18-month examination of the complex factors that influence the quality of teacher education. In 10 open hearings throughout the United States, the Commission made proposals for action and heard responses to them. Meanwhile drafts of the report were analyzed by a number of people, whose names follow. Their feedback was very helpful.

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A PROBABLE FUTURE

During the decade of the 1990s, at least two million new teachers will enter the classrooms of our nation's schools. Based on current trends, the majority will be white and female, in their mid-twenties, of middle- to lower-class origins, from small-town and suburban America, of limited second-language ability, with little diversity in cultural experiences. Because most of the job openings for teachers will be in major urban areas, these beginners will face a population of learners from a variety of minority cultures, in many cases financially impoverished, possessing diverse learning styles, and receiving conflicting signals about the value of an education.

Many of these beginning teachers will have graduated from nationally *nonaccredited* teacher education programs or will have engaged in limited pedagogical preparation in some type of alternative credentialing program. They will have passed a state-mandated test as a prerequisite to initial certification, but one that holds little predictive validity with regard to their ability to function effectively in the classroom.

In their early years of teaching, the beginners will receive nominal help from veteran teachers, typically designated as mentors. Limited resources will be available to free them from classroom responsibilities to work with these experienced teachers. Their initial placements will probably be with difficult classes because most veteran teachers will, by virtue of seniority, be assigned to less demanding classes. The beginning teachers will feel isolated from colleagues and hesitant to express their actual concerns about teaching because renewal of their contracts and eventual certification will depend on quiet survival in the classroom. They will realize, and their students will soon experience, the limitations of an abbreviated initial preparation.

If these beginning teachers are among those who find jobs in suburban areas, they may stay five years. Otherwise they will typically leave the urban setting and teaching after only three years.

A MORE DESIRABLE FUTURE

The probable future sketched in the preceding paragraphs does not have to become reality. If teacher educators and others act decisively now, by the year 2000 the preparation of teachers in the United States will be a highly diversified endeavor. Future Educators of America chapters in secondary schools will have attracted to teaching young men and women, typically of color, for whom a second language, usually Spanish, is a way of life. An increasing proportion of prospective teachers will be from highly urbanized areas. Placement in initial teaching positions will depend on aptitude and ability to manage particular types of students; beginning teachers will be able and disposed to teach at-risk students in multicultural contexts.

These beginning teachers will have graduated from teacher education programs that are nationally accredited. The typical preparation program will include substantial study in general education, professional courses that reflect a state-of-the-art knowledge of teaching and learning, and hundreds of hours of laboratory and clinical experiences in a coherent program of both general and content-specific pedagogical development. They will graduate with diversified portfolios containing documentation of several types of abilities, in addition to evidence gathered from paper-and-pencil testing. They will then be placed in an internship at least a year long under the guidance of a mentor teacher who has been specifically trained for the role. Both the teacher candidate and the mentor will have at least 10 percent of their time allocated to the novice's continuing education, which will be a direct extension of his or her preservice program. The teacher candidates will undergo protracted assessment of their performance during the internship.

After successfully completing the internship, these teachers will be initially certified to teach. In three to five years, assuming that they make continued progress in the classroom, they will stand for national board certification by undergoing yet another rigorous evaluative experience in a regional assessment center. For the most able of these candidates, opportunities to serve in a number of collegial leadership roles will enhance their career alternatives during their 25 or more years of professional service.

INFLUENCE OF SOCIETAL CONDITIONS

In projecting these two scenarios a fundamental consideration is the many factors that influence the ways in which schools operate, given the major societal trends of this country in the final decade of the 20th century:

- Twenty-three percent of U.S. children under age 6, and 19 percent of U.S. children ages 6 to 17, live in poverty (National Center for Children in Poverty, as cited in Walsh, 1990). The United States and Australia have the highest rates of children in poverty among the industrialized nations (U.S. Bureau of the Census, as cited in Cimons, 1990).

- For children in minority groups, the percentages are even more startling: 48 percent of young African-Americans, 42 percent of young Hispanics, and 29 percent of other young minority children live in poverty, as compared with 13 percent of non-Hispanic white children (National Center for Children in Poverty, as cited in Walsh, 1990).

- Among industrialized nations the United States has the highest percentage of children affected by divorce, teenage pregnancy, and infant mortality (U.S. Bureau of the Census, as cited in Cimons, 1990).

- Drug use increased 6,000 percent between 1960 and 1980 (Scarpitti & Datesman, 1980).

- The U.S. population is changing. In 1955, 10 percent were minorities, but in 1990, 25 percent were, and by 2056, over 50 percent will be (Henry, 1990, p. 30).

- Whereas 17 percent of all U.S. households are headed by women, 44 percent of African-American households and 23 percent of Hispanic households are (U.S. Bureau of the Census, 1989).

Understandably, these conditions have profound effects on schooling.

CONDITIONS OF EDUCATION

Education in the United States is big business. In 1989–90 over 40.6 million students attended public schools, where they were taught by about 2.4 million teachers. Annual expenditures for public schools were more than $180.6 billion (National Center for Education Statistics, as cited in "Estimated Statistics," 1990).

This teaching force, however, does not represent the cultural diversity that is America. Whereas 16.2 percent of all school youth are African-American, only 10.3 percent of teachers are, and the American Association of Colleges for Teacher Education projects a decline to 5 percent by 1995 (AACTE, 1988a). The problem is even more severe for Hispanics. Nine percent of the students, but fewer than 2 percent of the teachers, are Hispanic (NEA, 1987; OERI, 1987). Haberman (1987) has portrayed the contrast this way: In urban populations of over 500,000, one in three youth served by urban schools is a person of color, lives in poverty, and has multiple learning handicaps. In contrast, only one in three teacher education graduates is willing to serve or capable of serving students in these urban schools. Teachers with fewer than five years' experience who indicate that they are likely to leave the profession increased from 20 percent in 1987 to 34 percent in 1988, with minority teachers more likely to leave than white teachers (Metropolitan Life Insurance Co., 1988).

> ***"At least 31 states have legislated or are planning entry-year programs . . . . Yet only one in six of these states has appropriated funds to ensure that the veterans who are selected to be mentors have adequate preparation and are assigned the time necessary to provide high-quality instructional assistance."***

Concerns about the limited number of qualified teachers, particularly teachers in urban or remote rural districts who represent cultural diversity, have caused policy makers to scrutinize education and teacher education more closely. Frustrated over increased spending and decreased student achievement, governors and state legislators have commonly turned to "micromanagement" and "hyperregulation" of schools and teacher education as a way to improve both.

For example, hundreds of educational reform plans have been issued to address these problems. At least 31 states have legislated or are planning entry-year programs requiring school districts to provide beginning teachers with assistance from mentor teachers (Hawk & Robards, 1987, pp. 33–34). Yet only one in

six of these states has appropriated funds to ensure that the veterans who are selected to be mentors have adequate preparation and are assigned the time necessary to provide high-quality instructional assistance. Although the recruitment of a more diversified population into teaching seems to be a high priority, few states have actually introduced incentives (such as forgiveness loans), supported Future Educators of America chapters, or designed special projects to attract minorities into teaching from student bodies in middle and high schools.

Rather, in response to the urgencies created by an increasing teacher shortage in urban and rural areas, states have attempted to deregulate teacher credentialing by allowing college graduates to enter teaching through alternative certification routes, many of them with nominal professional standards. This form of remedy, though attending to classroom coverage, offers limited professional preparation for individuals who might be knowledgeable about a particular subject but have little knowledge of or preparation for the multiple challenges of the classroom (ATE, Commission on Alternative Certification, 1989).

MOVING FROM A PROBABLE TO A MORE DESIRABLE FUTURE

Thus ATE's Commission on the Education of Teachers into the 21st Century has focused specifically on recruiting a more ethnically diverse group of teacher candidates, providing quality preservice preparation, enhancing the ability of beginning teachers successfully to assume an initial teaching placement, supporting teachers' continuing professional growth and development, and promoting research and accountability. For each of these areas the Commission recommends specific steps that it thinks will lead to a more desirable future.

Although others (politicians, policy makers, people in the private sector and in social agencies, and the general public) are invited to join in the implementation of the Commission's recommendations, *the emphasis in this report is appropriately on what those within the profession can do, for we should take the lead in improving the education of teachers.* Through individual and joint efforts, teacher educators can assure future generations the quality education they deserve.

The prologue dramatically describes the heightened national concern about the education of this nation's youth. Many of the problems of youth today transcend problems of education; they are embedded in broader societal conditions. Nonetheless, they are invariably laid at the doorstep of the school for solution. The challenges presented to teachers have never been greater. Thus it is not surprising that most of the current proposals for educational reform focus directly on teachers and the quality of their preparation.

Suggestions for improving the education of teachers come from all quarters. They are often translated into mandates. For example, between 1983 and 1985, more than 700 pieces of legislation were enacted in the 50 states to improve the quality of teachers through such actions as strengthening entrance requirements and increasing incentives to retain talented teachers (Darling-Hammond & Berry, 1988). The Commission's position is that rather than mandating compliance, state-level policy should focus on inducements and capacity building to enhance performance (McDonnell, 1989).

Although numerous steps have been taken to advance teacher education, they have typically not resulted in major improvements. There are many reasons for this. Some steps have involved actions that have simply been too limited and too facile to address the complexity of the problems they were intended to solve. Other steps have been underfunded, if funded at all. Some attempts to change teacher education have been resisted with exaggerated claims of what is known about the education of teachers or how well prepared teachers are. In other instances commonly advocated actions have not been pursued because of a lack of a *collective* will to act, rather than a lack of understanding or agreement among most individuals about proposed directions.

One major problem is that the recommendations of most national commissions for reform in teacher education have been made by people *outside* teacher education. It is time for those *within* teacher education to establish priorities for improving the education of teachers. This report sets an example. The Commission recommends an interrelated set of policies and positions to improve the education of teachers into the next century. The recommendations can be adopted immediately, then monitored and evaluated.

In addressing the recommended changes, people in a variety of roles must work more closely together. What is needed is an agenda that specifies different responsibilities for appropriate individuals and groups and calls for action within realistic timelines. Acting independently or waiting for others to solve existing problems

"One major problem is that the recommendations of most national commissions for reform in teacher education have been made by people outside teacher education. It is time for those within teacher education to establish priorities for improving the education of teachers."

"Partnerships among the individuals and the organizations with stakes in teacher education are key to effectively restructuring and improving it."

simply will not do. Thus this report makes specific recommendations for (a) college-based teacher educators, (b) school-based teacher educators, (c) state-agency-based teacher educators, and (d) national, state, and local organizations of professional educators.

The recommendations address all phases and aspects of teacher education: recruitment and selection, preservice preparation, entry into teaching, continuing professional development, and needed research and accountability.

Partnerships among the individuals and the organizations with stakes in teacher education are key to effectively restructuring and improving it. Therefore the Commission calls on the broader education profession and public leaders to consider the challenges facing the education of teachers in a rapidly evolving world and to join in the quest for higher-quality teacher education and teaching.

RECOMMENDATIONS

Implementing recommendations in key areas will result in major improvements over time in teacher education. Such reform will require both *individual* and *institutional* commitment. Although the following recommendations are far-reaching, they are also achievable.

IMPROVE RECRUITMENT AND SELECTION.
Expand efforts to recruit and select intellectually able and morally responsible teachers who collectively represent the nation's cultural and ethnic diversity.

STRENGTHEN INITIAL TEACHER PREPARATION.
Ensure that preservice preparation is clinically oriented, programmatically coherent, research based, and adequately supported.

FACILITATE SUCCESSFUL ENTRY INTO THE PROFESSION.
Achieve continuing support, formal education, positive socialization, and rigorous evaluation in the first years of teaching.

INCREASE THE CAPACITY FOR CONTINUING PROFESSIONAL DEVELOPMENT.
Develop program standards for continuing professional development and facilitate the implementation of programs based on these standards.

EXPAND AND EMPLOY THE RESEARCH BASE FOR TEACHING AND TEACHER EDUCATION, AND ACHIEVE APPROPRIATE ACCOUNTABILITY.
Foster research on the education of teachers and ensure that evaluation of teachers and teacher education programs is based on that research.

In summary, the Commission recommends that teacher educators individually, and collectively through their professional associations, initiate action *now* to improve the education of teachers. Immediate action combined with long-range strategies and continual monitoring of progress should result in the quality education needed by teachers in the 21st century.

IMPROVE RECRUITMENT AND SELECTION

Expand efforts to recruit and select intellectually able and morally responsible teachers who collectively represent the nation's cultural and ethnic diversity.

Profiles of prospective teachers depict a narrowly defined population of students, strikingly similar in demography, experience, career aspirations, and intellectual ability (Howey & Zimpher, 1989). For schools to meet the challenges of the 21st century, teachers must be intellectually able. They should be among the top-ranked students on a variety of measures that represent intelligence. Questions abound regarding our ability as teacher educators to create intellectually challenging experiences and programs that adequately engage teacher candidates regardless of race and cultural background, and that prepare teachers to deal with the diversity of students in many of our nation's classrooms.

> *"The argument for more minority teachers is not that they are likely to teach minority children more effectively. . . . Rather, it is important for the teaching force to be representative of all America because anything else would make a negative statement to our youth and to ourselves about our society."*

Over the past several decades the teacher work force has remained remarkably stable. Prospective teachers are mainly white females from small towns or suburban communities who matriculate in colleges less than 100 miles from home and who intend to return to similar settings to teach. Specifically, 81 percent of teacher education students are female (almost 90 percent of those in elementary education programs are), 92 percent are white, fewer than 3 percent can instruct in any language other than English, and only 9 percent would prefer to teach in urban or multicultural contexts (AACTE, 1989).

This profile of the prospective teacher contrasts sharply with projected public school enrollments of one-third minority youth and children of poverty by the year 2000 (Feistritzer, 1983; Haberman, 1987). Currently, of the 25 largest U.S. cities, 23 report that the majority of their students are from minority populations (Graham, 1987). Further, urban universities certify fewer than 10 percent of the nation's beginning teachers (Haberman, 1987).

The makeup of most faculties conducting teacher education mirrors the makeup of the student body; 91 percent of the education professors responding to a 1989 AACTE survey were white. Lanier and Little (1986) observe that a disproportionately large number of those preparing teachers have come from lower-middle-class backgrounds in which intellectual endeavors are not highly valued nor global perspectives nourished.

It is no surprise then that most teacher education graduates prefer to assume their first teaching position in or near the suburbs, small towns, or areas in which they grew up, teaching children and youth of similar background, in traditionally organized schools. Like their counterparts in medicine, law, dentistry, and other helping professions, many are reluctant to practice in the settings where the needs are greatest—rural areas and urban centers.

The exodus from teaching, of teachers in all phases of their careers, is yet another factor exacerbating the problem of maintaining an adequate supply of qualified teachers in critical areas.

The U.S. Constitution is based on the principle that in an open society, people of all backgrounds, ethnic groups, and racial origins and people of both genders have access to the extant professions, occupations, roles, and offices. If a prominent profession is primarily composed of whites, or males, or the middle class, that suggests our society is in fact *not* open. Because the profession of teaching is visible in every community in America, any suggestion that it is not open to all implies that other professions are similarly closed. Such an implication has devastating effects on the well-being of our nation. We must see that teaching represents the diversity that is America.

The argument for more minority teachers is not that they are likely to teach minority children more effectively. Teachers of all races and ethnic groups, and of both genders, must be skilled in dealing with diversity in the classroom. Rather, it is important for the teaching force to be representative of all America because anything else would make a negative statement to our youth and to ourselves about our society.

The tendency among prospective teachers to hold parochial perspectives is often influenced by their gender, ethnicity, and class, especially when these are combined with limited travel experience and the inability to communicate with non-English-speaking people (Zimpher, 1989). Thus relatively few qualified teacher candidates reflect our increasingly diverse population or are familiar with it. Major initiatives to recruit men and women who are more culturally experienced and who collectively represent the nation's ethnic diversity must be launched to counter this phenomenon. Recruitment activities and more effective selection procedures cannot be limited to minorities who are college-bound and for whom other professions are competing. A long-range agenda calls for graduating many more minorities from secondary schools, recruiting people who take the GED later in life to achieve a status similar to high school graduation, and purposefully intervening as early as middle school to recruit minorities into teaching.

NEEDED ACTIONS

In regard to recruitment and selection, the Commission recommends the following actions:

College-Based Teacher Educators

Engage in affirmative action in selecting teacher education faculty and students.

Showcase attractive teacher recruitment programs and exemplary secondary school chapters of Future Educators of America.

Serve as mentors to prospective teachers, particularly those who are members of minority groups.

Implement programs whose major theme is fostering an ethnically and culturally diverse perspective in all students.

Offer specialized support services, including test-taking assistance, to ensure equal access for prospective minority teachers.

School-Based Teacher Educators

Organize Future Educators of America chapters.

Develop magnet secondary schools whose focus is teaching.

Recruit intellectually able, morally responsible learners from diverse ethnic and cultural groups for the teaching profession.

State-Agency-Based Teacher Educators

Develop and support statewide efforts to recruit intellectually able, morally responsible teacher candidates from diverse ethnic and cultural groups, including both secondary students and mature adults.

Develop scholarships, tuition waivers, forgiveness loans, and other support programs to help attract such prospective teachers.

National, State, and Local Organizations of Professional Educators[1]

Through programs and publications, disseminate information about magnet secondary schools and Future Educators of America chapters designed to attract intellectually able, morally responsible students from diverse ethnic and cultural groups into the teaching profession.

Encourage mature adults with experience in another career and an interest in teaching to enter the profession.

Highlight rigorous programs designed to attract such teachers.

Sponsor research that identifies empirically supported selection criteria with predictive validity.

[1]*Organizations directly related to teacher education,* such as the Association of Teacher Educators, the American Association of Colleges for Teacher Education, and Division K of the American Educational Research Association; *teacher and administrator organizations,* such as the American Federation of Teachers, the National Association of Elementary School Principals, and the National Education Association; *specific professional associations,* such as the American Speech-Language-Hearing Association, the Council for Exceptional Children, the National Art Education Association, the National Association for the Education of Young Children, and the National Council of Teachers of Mathematics; *staff development organizations,* such as the Association for Supervision and Curriculum Development and the National Staff Development Council; *associations related to state certification,* such as the National Association of State Directors of Teacher Education and Certification and the National Council of States on Inservice Education; *organizations directed toward improving accreditation and certification,* such as the National Council for Accreditation of Teacher Education and the National Board for Professional Teaching Standards; and *organizations dedicated to innovation in teacher education,* such as the Holmes Group, Project 30, the Renaissance Group, and the Center for Educational Renewal. All such organizations and their state and local affiliates are called on to contribute to a concerted effort to improve teacher education.

Cooperatively design and provide workshops to assist teachers and administrators who will work as mentors to secondary school students who are considering teaching as a career.

Provide certificates of service to these teachers and use professional publications to focus on their accomplishments.

RELATED RESOURCES FROM ATE

ATE has published several monographs on recruitment that provide more information:

Future Educators of America Information Dissemination Center. (1989). *Future Educators of America handbook.* Atlanta: Georgia State University.

Haberman, M. (1987). *Recruiting and selecting teachers for urban schools.* Reston, VA: Association of Teacher Educators and ERIC Clearinghouse on Urban Education.

Houston, W. R. (Ed.). (1990). *Handbook of research on teacher education.* New York: Macmillan.

STRENGTHEN INITIAL TEACHER PREPARATION

Ensure that preservice preparation is clinically oriented, programmatically coherent, research based, and adequately supported.

For years teacher preparation has had the image of being accessible and accommodating—that is, easy to enter, relatively brief in nature, convenient to academic programs in the major, lacking in academic challenge, inexpensive, and nonexclusive. Being enrolled in teacher education has not ruled out having other career options, and it has assured graduates of a reasonably good chance of employment.

> *"The social agenda of schools in a rapidly changing global community goes largely unexamined by most preservice teachers. Major insights accruing from studies of learning and teaching and learning to teach are simply not reflected in many preservice curricula."*

There are by far more colleges and universities preparing teachers than there are institutions preparing any other professional group—over 1,200. Notwithstanding the efforts of many dedicated teacher educators, serious problems beset preservice teacher education. The quality of teacher preparation across institutions is clearly uneven. Among these institutions, instances of best practice, instances of questionable practice, and unfortunately, instances of indefensible practice can be found. Some institutions have as few as one full-time-equivalent faculty member, their programs being staffed almost entirely by part-time personnel. Others have more than 150 diverse faculty related in various ways to the teacher education program. Although larger is not necessarily better, surely there are minimal levels of personnel and resources needed to ensure quality teacher preparation.

The resources to support initial teacher preparation are inadequate even in the best of these institutions (Peseau, 1990). Preparation commonly occurs under conditions that are far from ideal. Laboratory facilities usually found in other professional schools are all but nonexistent in teacher preparation. Teaching loads are too heavy, budgets are inadequate, coherent programs are limited in number, and clinical sites and activities are only tangentially related to major goals espoused in the professional program.

Although preservice teachers generally have confidence in their ability to demonstrate core teaching skills, they frequently express reservations about their ability effectively to teach at-risk students and students from cultures different than their own. Also, they frequently find the real world of teaching considerably more difficult and complicated than they expected it to be.

The theoretical, moral, ethical, and political dimensions of teaching appear neither much reflected on nor much understood. The social agenda of schools in a rapidly changing global community goes largely unexamined by most preservice teachers. Major insights accruing from studies of learning and teaching and learning to teach are simply not reflected in many preservice curricula (Goodlad, 1990; Howey, 1989). Improvement in extant preservice programs should focus on a set of desired attributes emanating from research on distinctive or exemplary teacher education programs.

The picture is not entirely bleak, however. The AACTE Research About Teacher Education studies (1987, 1988b, 1989) suggest, for example, that many individual teacher educators across a spectrum of institutions offer quality instruction. The data, collected over five consecutive years, reveal that the overwhelming majority of teacher education students rate their preservice programs quite positively. Faculty tend to devote considerable time to students. Students in turn report that they expend considerable time and effort in pursuit of their studies and typically view their professional education courses to be at least as academically challenging as other courses in the university. Continuing modifications of programs and increased efforts to work more closely with schools are reported by the majority of institutions in these annual surveys.

NEEDED ACTIONS

To improve preservice teacher education, the Commission recommends the following actions:

College-Based Teacher Educators

Engage in intellectual discourse with other college-based teacher educators, with faculty in arts and sciences, and with school-based teacher educators on conceptions of teaching and learning to teach, core pedagogical knowledge, and a reasonable number of carefully delineated teaching skills that can provide coherence and interrelatedness to a program of preservice preparation.

Study and implement professional development schools.

Work with prospective teachers to initiate career-long professional development.

School-Based Teacher Educators

Collaborate with college-based teacher educators in design, delivery, and assessment of preservice teacher preparation programs. This would include developing protocol materials, instructional case studies, scripts for microteaching and reflective teaching, simulations, interactive video, a variety of videotaped demonstration lessons, etc.

State-Agency-Based Teacher Educators

Collaborate with college- and school-based teacher educators to refine standards for teacher education program approval so that they address the attributes identified in the next subsection, National, State, and Local Organizations of Professional Educators.

Foster collaboration among college- and school-based teacher educators.

Support activities that model effective practice.

National, State, and Local Organizations of Professional Educators

Foster research on and recognize teacher education programs that demonstrate coherence, interrelatedness, and cumulative impact of professional studies on preservice students. [Others advocating this position include the Holmes Group (1986) and the National Commission for Excellence in Teacher Education (1985)]. Such preservice programs would demonstrate the following:

1. How theory and research support conceptions of teaching and learning to teach that can provide an explicit framework for structuring a coherent program
2. How key knowledge, skills, attitudes, and behaviors desired in preservice students are thematically and repeatedly addressed throughout the program
3. How these themes contribute over time to preservice students' conceptual development as teachers
4. How the scope and sequence of activities in a program are systematically structured so that experiences of students build developmentally, one upon the other
5. How laboratory and clinical activities are regularly interspersed throughout the program to allow preservice students to practice and experiment with the pedagogical knowledge that they have acquired, in both simulated and actual classroom contexts
6. How knowledge is represented throughout the program in a variety of pedagogical formats beyond lecture and recitation
7. How cohort experiences to socialize students positively and to develop learning communities are integrated into the program
8. How knowledge and appreciation of cultural diversity are integrated into the program.

Develop and advocate high standards for selection and preparation of school-based teacher educators who provide clinical training for preservice teachers. These standards, developed and implemented collaboratively with local and state teacher organizations, would specify (a) the characteristics and the experiences that serve as prerequisites for selecting clinical teachers; (b) the type and the extent of clinical training needed to serve as a clinical teacher; (c) the nature and the extent to which clinical teachers should be involved in the development and the delivery of preservice teacher education programs; (d) the minimum interaction expected between clinical teachers and preservice teachers, in terms of core activities such as planning, observing, analyzing, and providing feedback; and (e) the allocation of appropriate time and financial support for teachers serving in this clinical capacity.

RELATED RESOURCES FROM ATE

Further information concerning teacher preparation may be found in the following ATE publications:

Association of Teacher Educators. (1985). *Guidelines for professional experiences in teacher education: A policy statement.* Reston, VA: Author.

Association of Teacher Educators, Blue Ribbon Task Force. (1986). *Visions of reform: Implications for the education profession.* Reston, VA: Association of Teacher Educators.

Association of Teacher Educators, Commission on Alternative Certification. (1989). *Alternatives, yes. Lower standards, no! Minimum standards for alternative teacher certification programs.* Reston, VA: Association of Teacher Educators.

Association of Teacher Educators, National Field Directors Forum. (1986). *Guidelines for professional experiences in teacher education: A policy statement.* Reston, VA: Association of Teacher Educators.

Cruickshank, D. R. (1987). *Reflective teaching.* Reston, VA: Association of Teacher Educators.

Houston, W. R. (Ed.). (1986). *Mirrors of excellence: Reflections for teacher education from training programs in ten corporations and agencies.* Reston, VA: Association of Teacher Educators.

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Orlosky, D. E. (Ed.). (1988). *Society, schools, and teacher preparation: A report of the Commission on the Future Education of Teachers.* Reston, VA: Association of Teacher Educators and ERIC Clearinghouse on Teacher Education.

Sikula, J. (Ed.). (1988). *Action in Teacher Education* (10th Anniversary Issue). Reston, VA: Association of Teacher Educators.

Waxman, H. C., Freiberg, H. J., Vaughan, J. C., & Weil, M. (Eds.). (1988). *Images of reflection in teacher education.* Reston, VA: Association of Teacher Educators.

FACILITATE SUCCESSFUL ENTRY INTO THE PROFESSION

Achieve continuing support, formal education, positive socialization, and rigorous evaluation in the first years of teaching.

Achieving expertise in teaching is a developmental process. Preservice preparation begins the process, but formal education and evaluation during the critical transition from preservice education to teaching, and continuing professional development, are needed to develop proficiency (Berliner, 1988). Learning to teach is a continuum of learning, unlearning, and relearning. The education of teachers should not be segmented into an artificial preservice-inservice dichotomy; rather it should be viewed as a lifelong, seamless process.

"The effectiveness of entry-year designs hinges on the involvement of veteran teachers who have been formally prepared to provide expert clinical training and personal support . . . . Clinical teachers need to be knowledgeable . . . about learning to teach and the developmental nature of achieving expertise in teaching."

Studies of the beginning years of teaching describe the transition from preservice student to practicing teacher as difficult for many teachers (Brooks, 1987; Huling-Austin, 1990; Huling-Austin, Odell, Ishler, Kay, & Edelfelt, 1989). Often fresh to a community, the first-year teacher must establish a household, meet colleagues, learn a new curriculum guided by unfamiliar texts and instructors' manuals, enforce school rules that students frequently know better than the first-year teacher does, cope with the most difficult students, carry a heavy class load, in some cases take on time-consuming extracurricular activities, and provide emotional support along with formal instruction to students, many of whom bring pressing personal needs to the classroom.

Although entry-year and induction programs are being initiated in many parts of the country to assist novice teachers, too often they rely solely on the goodwill of experienced teachers, who also have full teaching loads. *Legislative authorization without fiscal appropriation is the norm.* As a result, many beginning teachers suffer through numerous problems and considerable stress during the transition period. In turn, the quality of instruction for many youngsters is less than it should be.

Well-designed programs are needed that ensure the provision of four essential services to beginning teachers in their critical first years of teaching: (a) continuing personal support; (b) educational experiences that extend and enrich their initial preparation and address the particular demands of their teaching situation; (c) positive socialization into the profession of teaching; and (d) continual systematic assessment of and feedback on their teaching performance and progress, including processes for self-assessment and reflection.

The effectiveness of entry-year designs hinges on the involvement of veteran teachers who have been formally prepared to provide expert clinical training and personal support and who are partially released from their instructional responsibilities to work regularly with beginning teachers. Clinical teachers—referred to in the literature as mentors, consulting teachers, master teachers, and support teachers—need to be knowledgeable not only about local district goals and specific school assignments, but also about learning to teach and the

developmental nature of achieving expertise in teaching. Ideally the beginning teacher would be assigned to a clinical teacher in the same building and in the same subject-matter area or grade level. Support, assistance, and systematic feedback from clinical teachers to beginning teachers are essential.

The Commission makes the following recommendations relative to the entry years of teaching:

NEEDED ACTIONS

College-Based Teacher Educators

Become active in formulating, implementing, and assessing programs for beginning teachers.

Create appropriate clinical faculty designations for classroom teachers to reflect the important contributions that school-based teacher educators make to the education of beginning teachers, and provide them with the institutional entitlements appropriate to these critical positions.

School-Based Teacher Educators

Work cooperatively with college-based teacher educators to select and prepare clinical teachers. This would include identifying appropriate criteria for selecting clinical teachers; developing the content, the materials, and the activities necessary for their development in this role; and conducting appropriate educational experiences.

State-Agency-Based Teacher Educators

Support communication and networking between college- and school-based teacher educators to create a common language about teaching and agreed-on expectations regarding the knowledge and the skills that a beginning teacher should possess.

Support planned programs that bridge preservice teacher preparation and the first years of teaching.

National, State, and Local Organizations of Professional Educators

Explicate the attributes of an entry-year program, including such conditions as (a) criteria for selecting clinical teachers; (b) the amount of time considered adequate for beginning and clinical teachers to work together; (c) guidelines and materials for training clinical teachers; and (d) performance standards, evaluation systems, and materials for assessing beginning teachers that are differentiated from those for experienced teachers.

Sponsor instructionally sound workshops to prepare clinical teachers to work with beginning teachers.

Lobby state legislatures for compensation of teachers who serve as mentors and for reassigned time of at least a half day every other week for both clinical and entry-year teachers.

Establish partnerships to offer regional workshops for clinical and entry-year teachers together, to enrich the knowledge, the attitudes, and the skills fostered in preservice preparation.

RELATED RESOURCES FROM ATE

For more information on induction, the following ATE publications are recommended:

Association of Teacher Educators, Blue Ribbon Task Force. (1986). *Visions of reform: Implications for the education profession.* Reston, VA: Association of Teacher Educators.

Association of Teacher Educators, Commission on Master Teachers. (1985). *Developing career ladders in teaching.* Reston, VA: Association of Teacher Educators.

Bey, T. M., & Holmes, C. T. (1990). *Mentoring: Developing successful new teachers.* Reston, VA: Association of Teacher Educators.

Brooks, D. M. (Ed.). (1987). *Teacher induction: A new beginning.* Reston, VA: Association of Teacher Educators.

Huling-Austin, L. (1990). Teacher induction programs and internships. In W. R. Houston (Ed.), *Handbook of research on teacher education* (pp. 535–548). New York: Macmillan.

Huling-Austin, L., Odell, S. J., Ishler, P., Kay, R. S., & Edelfelt, R. A. (1989). *Assisting the beginning teacher.* Reston, VA: Association of Teacher Educators.

INCREASE THE CAPACITY FOR CONTINUING PROFESSIONAL DEVELOPMENT

Develop program standards for continuing professional development and facilitate the implementation of programs based on these standards.

In many states and school districts, only limited resources are devoted to continuing professional development. Staff development personnel are often isolated from those who make key curriculum decisions in school districts (including teachers in classrooms as well as superintendents and school boards). The involvement of teachers in planning and delivering professional development programs is frequently limited. The content of professional development often is dictated by the availability of training packages or external experts rather than its being based on programmatic goals that are empirically, intellectually, and theoretically sound and grounded in local teachers' interests and needs. Inservice programs are rarely sustained and systemic.

Continuing professional development is usually inadequately funded. Local practices vary enormously in quality, with minimal linkage of professional development activities to improved learning by students. There is little evaluation of these activities beyond the polling of teacher satisfaction with the process. High-quality program standards for continuing professional development require sufficient per capita funding (Howey, Matthes, & Zimpher, 1987). Professional development schools (Holmes Group, 1990) offer the promise of improving not only preservice and inservice teacher education, but also the education of the children and the youth attending such schools.

NEEDED ACTIONS

Given the problems of continuing professional development, the Commission recommends the following actions:

College-Based Teacher Educators

Collaborate with school-based teacher educators to design and deliver advanced degree and professional development programs for teachers, using modern communication technologies and distance-learning resources, where appropriate.

Model high-quality continuing professional development by instituting individual and faculty plans for professional growth and by negotiating the time and the resources necessary to implement the plans.

Disseminate examples of such plans and the resources supporting them in various forums.

School-Based Teacher Educators

Collaborate with college-based teacher educators to design continuing development programs incorporating both individual professional growth and school improvement.

State-Agency-Based Teacher Educators

Model continuing professional development by employing individual and staff plans for professional growth.

Facilitate collaboration among educational institutions in planning and delivering systematic professional development activities.

National, State, and Local Organizations of Professional Educators

Provide leadership for more funding of professional development.

Create a special commission of college- and school-based teacher educators to examine program standards for design and delivery of continuing professional development. The standards would eventually be linked to program accreditation and approval of continuing professional development activities. They would include qualitative benchmarks for governance, financing, planning, needs assessment, staffing, instructional activities, follow-up, and coaching, as well as for evaluation of both teacher performance and student learning.

Work together in testing and implementing the standards for continuing professional development and in disseminating and lobbying for them as policy guidelines in the various states.

Lobby for state funding to implement a coordinated program and support system for professional development, and for support and use of modern technological resources in such programs.

Showcase programs that meet high standards for continuing professional development at conferences and in publications.

RELATED RESOURCES FROM ATE

More information on continuing professional development is available in the following ATE publications:

Association of Teacher Educators, Blue Ribbon Task Force. (1986). *Visions of reform: Implications for the education profession.* Reston, VA: Association of Teacher Educators.

Association of Teacher Educators, Commission on Master Teachers. (1985). *Developing career ladders in teaching.* Reston, VA: Association of Teacher Educators.

Association of Teacher Educators, Commission on Teacher Assessment. (1988). *Teacher assessment.* Reston, VA: Association of Teacher Educators.

Cruickshank, D. R. (1987). *Reflective teaching.* Reston, VA: Association of Teacher Educators.

Houston, W. R. (Ed.). (1986). *Mirrors of excellence: Reflections for teacher education from training programs in ten corporations and agencies.* Reston, VA: Association of Teacher Educators.

Houston, W. R. (Ed.). (1990). *Handbook of research on teacher education.* New York: Macmillan.

Sikula, J. (Ed.). (1988). *Action in Teacher Education* (10th Anniversary Issue). Reston, VA: Association of Teacher Educators.

Foster research on the education of teachers and ensure that evaluation of teachers and teacher education programs is based on that research.

Research on teacher education has yet to receive adequate support. The scientific base that does exist often is not incorporated into programs of teacher education and individual teacher assessment. Thus the growth of teacher education as a profession has been limited by the inadequate quality and diffused focus of research, as well as a lack of application of research findings by teacher educators. Three volumes have recently been published that summarize the current research base in teaching and teacher education: *Handbook of Research on Teaching* (3rd ed.) (Wittrock, 1986); *Knowledge Base for the Beginning Teacher* (Reynolds, 1989); and *Handbook of Research on Teacher Education* (Houston, 1990). These volumes contribute to an expanding scientific base for the art of teaching and teacher education. Nonetheless, studies that explore the dimensions of teaching through qualitative research as well as studies that systematically test hypotheses about teacher education and teaching success under varied conditions are needed. These studies should be part of a program of research that is related and developmental in nature.

Concerns for accountability in education have fueled recommendations for reform over the past decade and resulted in numerous mandates. Some call for accountability in preservice teacher education and staff development programs; others focus on individual teacher accountability. For both programs and individuals, accountability resides at the local, state, and national levels.

> ***"Graduates of non-NCATE-accredited institutions and alternative credentialing systems are as readily employed by schools as graduates from nationally accredited programs are. This practice can lead to nothing less than the weakening of the public educational system."***

Forty-nine states accredit teacher education through a process known as program approval; that is, using state standards, institutions design preparation programs that are subsequently approved by the state. Although the requirements for college-based teacher preparation have become more specific and rigorous, alternative certification programs have been initiated with few restrictions.

At present, only a handful of states require national accreditation as a prerequisite for state approval. The National Council for Accreditation of Teacher Education (NCATE) has established standards and procedures to identify high-quality programs; about three-fourths of applicants have met these standards. More than 500 colleges and universities nationwide are accredited by NCATE; however, graduates of non-NCATE-accredited institutions and alternative credentialing systems are as readily employed by schools as graduates from nationally accredited programs are. This practice can lead to nothing less than the weakening of the public educational system. Strong standards such as those required of NCATE-accredited institutions are absolutely indispensable for continuing quality in teacher education.

Beginning teacher assessment is inextricably linked to program evaluation. Evaluation of teacher preparation programs, their personnel, and the performance of their graduates is limited. Follow-up surveys of teacher graduates are common, but are typically limited to questions eliciting the graduates' perceptions of the quality of their preparation. If we expect others to engage in rigorous evaluation, we must begin rigorous evaluation of our own programs.

A number of states now require various standardized tests for admission to teacher education and exit tests for initial licensure. These tests, however, are limited to assessing basic communication skills, knowledge of subject matter in the major, and general pedagogy. Although they can be reasonable measures of general pedagogical understanding—not necessarily understandings that prospective teachers have acquired in their preparation programs—they by no means predict teaching success. Minorities do less well than whites on such tests and thus are adversely affected by them (ATE, Commission on Teacher Assessment, 1988); test bias appears to be a factor. Both further study of these tests and more enlightened policy and practice are needed.

"As a prerequisite to application for national certification, teachers should have graduated from a state-approved and nationally accredited program of preservice preparation. They should also have demonstrated exemplary practice in a classroom for at least three years."

Experienced teachers should have the opportunity to secure professional recognition by demonstrating exemplary practice. Although the National Board for Professional Teaching Standards promises such an opportunity, its potential for actually improving teaching and the status of teachers is constrained unless it raises its standards for candidacy. It intends to provide assessment of professional expertise through multiple measures, including teacher portfolios. As a prerequisite to application for national certification, teachers should have graduated from a state-approved, nationally accredited program of preservice preparation. They should also have demonstrated exemplary practice in a classroom for at least three years, documented by the entry-year performance measures suggested under a prior recommendation.

NEEDED ACTIONS

The Commission makes the following recommendations relative to research into and evaluation of teacher education:

College-Based Teacher Educators

Contribute regularly to systematic, developmental, and rigorous research designed to improve the practice of teaching and teacher education.

Base instruction on research findings and share an inquiry-oriented approach to teaching with preservice and inservice teachers.

Evaluate candidates regularly using comprehensive assessment practices that transcend individual courses.

Separate formative from summative evaluation.

Relate the assessment of individuals to the effects of programs.

Aggregate evaluations of students to inform faculty about program strengths and weaknesses, and make changes accordingly.

Engage in programs of research jointly developed with college-based teacher educators.

School-Based Teacher Educators

Base staff development on research findings as well as program goals for students and specific needs of teachers.

Separate formative from summative evaluation.

Support, and require the use of, quality standards for program approval and licensure practices that are based on research findings.

State-Agency-Based Teacher Educators

Support and initiate collaboration between colleges and K–12 schools on research and accountability.

Advocate that teacher education programs be both approved at the state level and accredited at the national level (by the National Council for Accreditation of Teacher Education).

National, State, and Local Organizations of Professional Educators

Advocate development of more robust assessment for initial licensure at the state level.

Advocate graduation from a nationally accredited, state-approved program of teacher preparation and at least three years of successful teaching experience as prerequisites for certification by the National Board for Professional Teaching Standards. Participation by teacher educators in the deliberations of this board are vital to fostering quality standards.

Foster research teams of college- and school-based teacher educators and give priority to reporting the results of their research at conferences and in publications. Particular emphasis should be given to studies of effective teaching of students from different cultures.

Advocate that state licensing boards establish appropriate performance standards for teaching licenses.

Continue to identify major issues facing those who educate teachers and those who benefit from that education, delineate the relevant facets of these issues, and publish position papers that are intellectually honest and conceptually sound, regardless of the political consequences. High-quality policy analysis should be a priority for all professional organizations.

Work with state legislatures to support standards for program approval that call for allocating at least 5 percent of the operating costs of each program for research on and evaluation of that program's effectiveness.

Provide awards or recognition for rigorous research, especially *programs* of research, and showcase the findings at conferences and meetings.

RELATED RESOURCES FROM ATE

The following ATE publications offer more information on research and accountability:

Association of Teacher Educators, Commission on Teacher Assessment. (1988). *Teacher assessment.* Reston, VA: Association of Teacher Educators.

Brooks, D. M. (Ed.). (1987). *Teacher induction: A new beginning.* Reston, VA: Association of Teacher Educators.

Haberman, M. (1987). *Recruiting and selecting teachers for urban schools.* Reston, VA: Association of Teacher Educators and ERIC Clearinghouse on Urban Education.

Houston, W. R. (Ed.). (1990). *Handbook of research on teacher education.* New York: Macmillan.

Sikula, J. (Ed.). (1988). *Action in Teacher Education* (10th Anniversary Issue). Reston, VA: Association of Teacher Educators.

The mark of a professional educator is a commitment to excellence in education, concern for others, and a disposition toward improved professional practice. The Commission asks individual teacher educators in colleges, schools, state education agencies, and national, state, and local professional organizations to affirm their professionalism by taking the Professional Pledge for Educators of Teachers (see box). Each of us should strive to manifest this professional creed and the Commission's recommendations for improving the education of teachers.

Professional Pledge for Educators of Teachers

As a professional educator of teachers, I pledge to—

1. Reflect on and improve my professional practice by extending my knowledge of teacher education, including research findings and theoretical constructs relative to subject-matter content and pedagogical skills.
2. Contribute to implementing teacher education programs that are coherent, rigorous, relevant, and research based.
3. Maintain and update my professional perspective through regular experiences in schools and other appropriate renewal activities.
4. Contribute to the knowledge base for teacher education through my own scholarship.
5. Promote professional education through community forums, activities with other professionals, and work with policy makers.
6. Ensure a steady supply of qualified teachers through recruitment of talented prospective teachers who represent the diversity of our nation in terms of social, cultural, ethnic, religious, and special-needs groups.

This is an action agenda, and a timely one. Technological innovations are being paralleled by even more rapid changes in society. Many teacher education strategies, topics, and processes that were appropriate 10 years ago may not be appropriate a decade from now.

"Education constituencies with different priorities must join together and exercise political muscle if the education of teachers is to receive more than its current nominal support and if it is to be linked more directly, and with considerably more resources, to the entry year of teaching and to approved programs of continuing development."

Education constituencies with different priorities must join together and exercise political muscle if the education of teachers is to receive more than its current nominal support and if it is to be linked more directly, and with considerably more resources, to the entry year of teaching and to approved programs of continuing development. Political networks are needed to provide the base for improved research and better professional development. Because partnerships are vital to the future strength of teacher education, the education professions must join with outside groups such as the business community, industry, parents, government agencies, mass media, and various social agencies in a coalition directed to improving schools by improving the competence of teachers. Also, because partnerships involve both organizations and individuals, professional education associations, individual teacher educators, and other stakeholders in the effort must join together to advocate state and federal action and to work with governors and state legislators as well as national political leaders in government, the private sector, and agencies and foundations.

Working independently, the education professions can do little to improve the education of our nation's future citizens. United and dedicated, they can assure a better future. *For professional educators, this is not only a challenge but a commitment.*

American Association of Colleges for Teacher Education. (1987). *Research about teacher education I. Teaching teachers: Facts and figures.* Washington, DC: Author.

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Huling-Austin, L. (1990). Teacher induction programs and internships. In W. R. Houston (Ed.), *Handbook of research on teacher education* (pp. 535–548). New York: Macmillan.

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